



TOWNSHIP OF GREATER MADAWASKA

# Municipal Modernization Review

Final Report

*Submitted by:*

Performance Concepts Consulting

*Submitted to:*

Township of Greater Madawaska

Attn: Allison Holtzhauer,  
CAO/Clerk

January 2021

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- A Transnomis Fire Response Time Modelling Report
- B Suggested Rural Economic Development (RED) Application

## ACRONYMS

- DAP Development Approvals Process
- LEG Local Efficiency Group – 7 local Renfrew municipalities
- LPAT Local Planning Appeal Tribunal

## Preamble

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Performance Concepts Consulting Inc. was retained by the Township of Greater Madawaska during Q3 2020 to undertake an evidence-based service delivery review under the auspices of the Province's Municipal Modernization Grant Program.

The COVID-19 state of emergency has impacted the execution of the Greater Madawaska modernization review. Staff working sessions and stakeholder consultations were executed using a mix of online platforms (with limited scope for interaction) along with carefully executed in-person working sessions that complied with public health COVID-19 safety protocols.

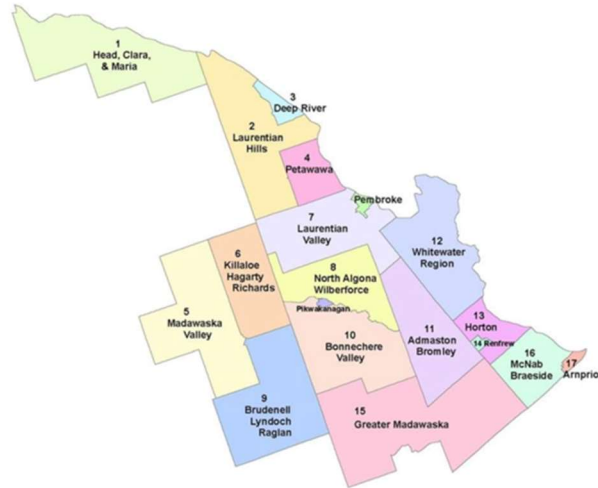
While COVID-19 has impacted the execution of this Review, it has not compromised the validity of our team's independent 3<sup>rd</sup> party Findings and Recommendations contained in this Final Report. The Performance Concepts team is confident that this Final Report has properly addressed all the deliverables put forward by Greater Madawaska in the project work plan. The Final Report also satisfies the requirements of the Province's Modernization Review Funding Agreement.

Finally, Performance Concepts acknowledges the grit and resilience of Greater Madawaska Council and staff in moving this important project forward while simultaneously coping with the operational and public safety challenges posed by the COVID pandemic.

## 2.0

## Introduction

Located in Renfrew County, the Township of Greater Madawaska was created through the amalgamation of the Townships of Bagot, Blythfield, Brougham, Matawatchan and Griffith in 2001 to form the geographically largest municipality in Renfrew County. Greater Madawaska is a rural/agricultural Township with a census population of 2,518 (as of 2016 Census) and 1,178 private dwellings. The population spikes upward in the summer as seasonal cottages are occupied on numerous lakes. Greater Madawaska encompasses an area of 1035 square kilometers. The Township is governed by a Mayor and 4 Council members.



The Township's 2017 Strategic Plan contains the following Mission and Vision Statements:

### Mission

To provide a healthy, safe community for all residents, businesses, and visitors by providing services in a cost effective manner to encourage our future growth and success.

### Vision



*Our Township is recognized as a welcoming and healthy community with a strong municipal government providing cost effective services and infrastructure.*

The Strategic Plan notes this Vision will be realized by the Township earning the following results:

- Improved infrastructure based on a comprehensive asset management plan
- Affordable property tax levels
- Effective communications with residents/businesses
- Improved road conditions
- Excellent working environment for staff
- Preservation of small town “feel and personality”

Greater Madawaska’s Strategic Plan emphasizes seven Priority Areas:

- Maintain and Improve Infrastructure
- Create an Economic Development and Tourism plan
- Review Staffing Structure and Workload Requirements
- Create a Seniors’ and Youth Strategy
- Create a Communications Plan
- Create Comprehensive Plans for Public Spaces
- Enhance Internet and Phone Services

Like many Ontario municipalities, Greater Madawaska is confronted with increasing demand for services and improved infrastructure while facing limited growth in its taxable assessment base, uncertain revenue flows from senior governments, and new mandated service delivery downloads.

Greater Madawaska has already begun to address these issues by participating in the Renfrew County Local Efficiency Group’s Modernization review. The Township’s own 2020 Modernization review aligns with its Strategic Plan’s stated priority to “Review Staffing Structure and Workload Requirements”.

### **Provincial Financial Realities**

The Province’s Municipal Modernization Grant Program pre-dates the COVID pandemic. The stated intent of the program is to support Ontario municipalities that are committed to identifying and implementing service delivery efficiencies. In the professional opinion of the Performance Concepts team, Municipal Modernization Review efficiencies are best measured by using a blend of the following performance lenses:

- Operating cost reduction/cost avoidance secured while maintaining an existing level of service
- Capital cost reduction/avoidance secured via rational asset/facility management decisions
- Fixed-cost burden sharing of staff positions, equipment, IT systems and facilities across neighbouring municipalities
- Process execution/staff productivity improvements secured via LEAN style process streamlining and IT driven service delivery innovation

Pre-COVID, public statements by the Premier indicated that Municipal Modernization Program efficiency dividends of 4% to 5% of targeted spending were achievable. In other words, the Province's Municipal Modernization Program was conceived to secure *incremental \$ efficiencies* across the municipal sector. Pre-COVID, the Province's incremental improvement model for the municipal sector seemed reasonably scaled. But now, in the midst of the pandemic, the context and stakes for Municipal Modernization reviews have changed dramatically. The figures below are instructive in this regard. The already indebted Provincial government will be \$60B to \$80B further in debt by the end of 2021. A new provincial-municipal financial reality is now at hand. Implementing the change management recommendations in this Final Report will be critically important to Greater Madawaska as Council grapples with these new fiscal realities and tries to secure a fiscally sustainable recovery from a COVID generated recession.

### The COVID-19 New Abnormal: Crushing Senior Government DEBT Loads

- The Province forecast a 2020-21 deficit of \$21 BILLION in March
  - The Fraser Institute predicted the deficit will be \$29 BILLION (April 2020)
  - The Province's independent Financial Accountability Officer has predicted a \$41 BILLION deficit (May 2020)
  - Province just confirmed \$38.5B (August 2020)
- Province is looking at the Municipal Modernization Program to source significant \$ savings.
  - Is Greater Madawaska ready to embrace significant change to buffer upcoming fiscal turbulence?

## 3.0

## Methodology: Principles & Deliverables

## 3.1

### Doing the Right Things. Doing Things Right.

An effective Modernization Review addresses two fundamental/overarching objectives as per the figure below.

1. Accountable and innovative Municipalities strive to ensure they are **Doing the Right Things**
2. Accountable and innovative Municipalities strive to ensure they are **Doing Things Right**

#### Principles for Efficient Service Delivery



#### Doing the Right Things, Doing Things Right

Greater Madawaska's Modernization Review has addressed **Doing the Right Things** via the focus on specific areas of municipal operations and planning:

- Exploring Non-LEG (Local Efficiency Group) Service Sharing with Neighbour Municipalities
- Rationalizing Community Committee Models
- Reviewing/Improving Two-Way Communications
- Reviewing Workforce Sustainability
- Kickstarting and Economic Development/Tourism Strategy
- Strengthening the Development Approval Process and Preparing for Growth

Greater Madawaska Council and staff will demonstrate their commitment to **Doing Things Right** by acting on the Recommendations positioned in the Implementation Roadmap featured in this Final Report.



### 3.2 Modernization Review Workplan

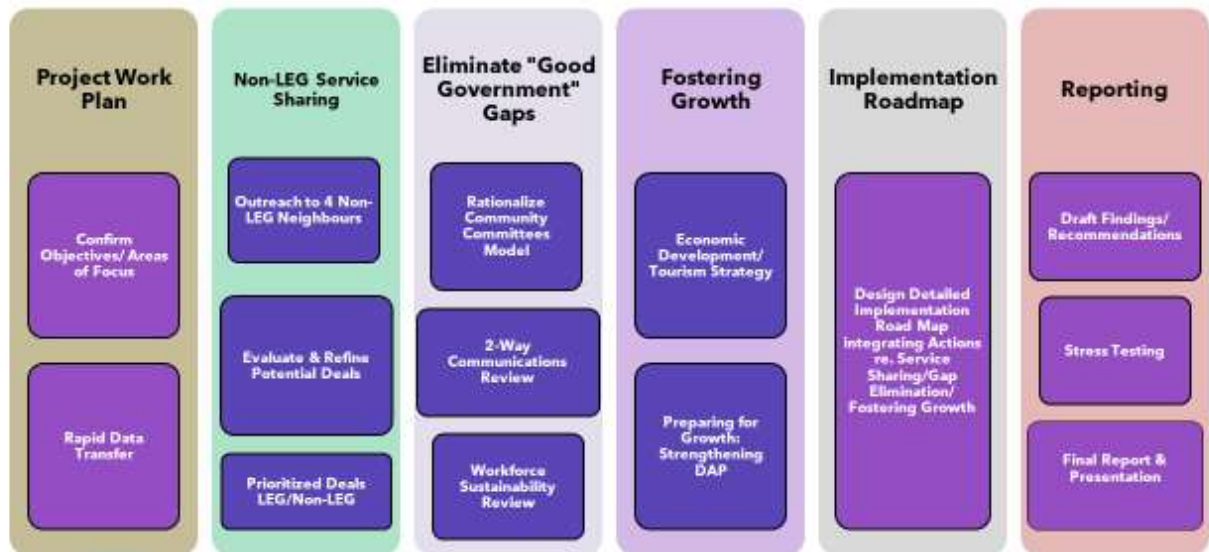
The workplan for the Greater Madawaska Modernization review was initiated in August 2020. The initiation/timing of Greater Madawaska's review was coordinated with the final stages of the Renfrew Local Efficiency Group (LEG) project - avoiding unnecessary duplication and maximizing the value-added generated by both exercises.

The figure below summarizes the methodology and deliverables associated with Greater Madawaska's modernization review. Three sets of deliverables have been generated as per the Council approved work plan:

- Non-LEG Service Sharing
- Eliminating "Good Government" Gaps
- Fostering Growth

An Implementation Roadmap will position the Final Report's portfolio of Recommendations across a *Do Now/Do Soon/Do Later* set of timeframes.

## Methodology Overview: Deliverables + Implementation Roadmap



### 3.3 Explore Non-LEG Service Sharing

The LEG modernization review focused on sharing opportunities with six other Renfrew local municipalities. However, outreach to Non-LEG municipalities that share borders with Greater Madawaska is also appropriate. A three-step service sharing initiative with 4 Non-LEG neighbouring municipalities has been executed by the Performance Concepts team.

### 3.4 Eliminate “Good Government Gaps”

#### 3.4.1 Rationalize Community Committee Models

Greater Madawaska’s portfolio of Community Committees has been evaluated from an effectiveness and value for money perspective. Recommendations to restructure the current portfolio of Community Committees have been developed by Performance Concepts.

#### 3.4.2 Conduct Two-Way Communications Review

Online and traditional communications channels and toolkits have been evaluated from an effectiveness and value-for-money perspective. Refinements to the Township’s communication framework have been developed to improve the efficiency and effectiveness of 2-way information flows.

#### 3.4.3 Conduct Workforce Sustainability Review

Municipal cost structures and productivity are subject to the evolving demographics of their labour force. Performance Concepts has conducted a Workforce Sustainability Review to inform sustainable/informed operational planning and budgeting moving forward.

### 3.5 Fostering Growth

#### 3.5.1 Kick-start Economic Development/Tourism Strategy

Greater Madawaska does not have a robust economic development/tourism strategy that generates value-added beyond the summer cottaging season. Performance Concepts has provided a kick-start towards a viable strategy and execution platform.

#### 3.5.2 Preparing for Growth: Strengthening the Township’s Development Approvals Process (DAP)

The extension of Highway 17 + the recently awarded Ontario Winter Games represents a game changing opportunity for Greater Madawaska to generate sustainable development and secure new taxable assessment. The key to growth management preparedness will be expanding the Township’s Development Approvals Process (DAP) capacity to handle imminent greenfield development pressures. Performance Concepts has developed a capacity-building critical path to address Greater Madawaska’s imminent growth management and development approvals challenges.

## 3.6 Reporting Improvement Opportunities

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### Draft Recommendations

Draft recommendations have been developed by the Performance Concepts based on evidence and our team's impartial 3<sup>rd</sup> party expertise and experience. Impartial 3<sup>rd</sup> party development of recommendations is a requirement of the Municipal Modernization Grant Program.

### Stress Testing

Interactive Stress Testing working sessions conducted with Greater Madawaska staff and the Mayor have informed/refined the set of Recommendations put forward by Performance Concepts in this Final Report. Stress testing addresses matters of fact as well as operational and change management issues.

### Implementation Roadmap

A draft Implementation Roadmap was prepared and then subjected to stress testing with Greater Madawaska staff and the Mayor. The Implementation Roadmap presented in this Final Report positions Recommendations across a Do Now/Do Soon/Do Later sequenced timeline.

### Final Report

This Final Report documents the Findings/Recommendations and measurable efficiencies generated by the 2020 Greater Madawaska modernization review - as per the requirements of the Municipal Modernization Grant Program.

4.0

# As Is Service Delivery Evaluation

4.1

## Non-LEG Service Sharing

Service sharing is the focus of numerous Modernization Reviews with the aim of building economies of scale through operations and facilities efficiencies. Approaches are wide-ranging and can include any of the following:




- Shared staff positions (Buy or Sell or Fund in Common)
- Shared specialized equipment (Buy or Sell or Fund in Common)
- Shared IT/Data Services (e.g. GIS)
- Merge municipal service delivery systems within an expanded boundary (e.g., winter control borderless service or seamless fire protection)
- Creating a special purpose body to serve multiple municipalities (e.g., Planning Boards or Recreation Boards)
- Bulk purchasing of contacted services/materials, etc.
- Shared contracting out arrangements.

### Service Sharing Approach

The Performance Concepts team organized and facilitated a service sharing orientation session with Greater Madawaska and four neighbouring municipalities: Addington Highlands, Bonnechere Valley, Lanark Highlands and North Frontenac. Performance Concepts then conducted conference calls with the individual municipal CAOs to identify interest/degree of support around potential sharing opportunities. All four of the neighbouring municipality CAOs were interested/supportive of the service sharing concept and potential benefits.

A comprehensive list of potential service needs/sharing opportunities was compiled by Performance Concepts. That list appears in the figures below. The list is broken down by municipal Department, and then summarized into Shared Contracts and/or Equipment Sharing categories.

The following legend identifies which municipalities are interested in sharing as a buyer, those interested in sharing as a seller, and those services currently being provided by the County.

LEGEND	
Interested in Buying/Sharing	
Interested in Selling/Sharing	
Service Provided by County	

SERVICE/DEPARTMENT	Greater Madawaska	Lanark Highlands	Bonnechere Valley	Addington Highlands	North Frontenac

FIRE & EMERGENCY SERVICES					
Borderless Emergency Response					
Fire Inspections				1	
Fire Investigations				2	
Training Facility/Smoke House				3	
Hose Tester					
Mask Fit Tester					
Decontamination Equipment					
Single Fire Chief					
Roster Shortage Firefighter Coverage					

PUBLIC WORKS					
Shared Mechanic/Vehicle Inspections		5			

WASTE MANAGEMENT					
Roadside Collection			6		
Waste Compactor					
Landfill Grinder					
Common PRO Contractor					
Roll-Off Truck					
Hazardous Waste Facility	13				
Landfill Monitoring					
Landfill Annual Survey					

PLANNING					
Planning Services					

BUILDING SERVICES					
Chief Building Official			7	8	
Inspectors/Plans Examiners					

SERVICE/DEPARTMENT	Greater Madawaska	Lanark Highlands	Bonnechere Valley	Addington Highlands	North Frontenac
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BY-LAW AND ANIMAL CONTROL					
By-Law Officer			7		
Animal Control Officer					
Pound	13				

HUMAN RESOURCES					
HR Specialist					9
Accessibility Planner					

FINANCE					
Shared Treasurer					
Back Room Services				10	11

IT/GIS					
General Service					
Special Projects					

ECONOMIC DEVELOPMENT					
Shared Economic Development Officer			12		

OTHER					
Shared Expertise Directory					
Regular Who's Doing What Meetings					
Underused Recreation Facilities					

SERVICE/DEPARTMENT	Greater Madawaska	Lanark Highlands	Bonnechere Valley	Addington Highlands	North Frontenac
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JOINT CONTRACTS					
Mowing					■
Brush Cutting			■		■
Surface Treatment	■				■
Guard/Guide Rail Replacement	■	■			■
Snow Pile Removal			■		
Sign Reflectance Testing					
Landfill Monitoring					
Landfill Annual Survey					
Bridge Inspections		■			
Bulk Materials Purchasing	■	■		■	
Road Line Painting	■		■		
Joint Capital Contracts	■				■
Lawyers	■		■		
Auditors	■		■		
Consultants (Master Plans)	■		■		

EQUIPMENT SHARING					
Culvert Steamer	■				
Excavator					■
Waste Compactor				■	■
Landfill Grinder					
Roll-Off Truck	■			■	
Hose Tester					
Mask Fit Tester					
Sign Reflectance Tester	■	■	■		
Speed Signs			■		
Traffic Counters	■		■		
Hot Box	■		■		
Grader				■	■
Calcium Spreader	■				
Roller	■				

<b>NOTES</b>
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1. South Napanee Fire Inspector does commercial inspections
2. Informal agreement with North Frontenac to do investigations if not available
3. Interested in sharing a Smoke House
4. Frontenac County looking at firefighter training through Napanee and Loyalist College
5. Interested but do not believe a shared mechanic could get maintain all the equipment
6. Curbside p/u is in-house. Evaluated contracting out but found to be more expensive
7. CBO currently shared with another township
8. CBO also does Bylaw/animal noise complaints. Not overwhelmed
9. Frontenac County considering providing shared HR specialist
10. Shared Treasurer could work within the same County and common taxes
11. Shared Back Office is a challenge because of IT limitations
12. Inquiry about sharing their Economic Development Officer, but no excess capacity
13. Currently purchasing service from Renfrew

Limitations/barriers to sharing seem to be primarily geography based (i.e. distances and time involved to share equipment or provide service). The following examples of shared service implementation limitations/barriers were discussed:

- Reported stray animal incidents where the animal in question would be gone before Animal Control could arrive
- Lost travel time spent obtaining and returning borrowed equipment
- Long response/travel times to provide safety-related winter control.

County involvement in providing shared services was also noted as a limitation. Even where local municipalities were not totally satisfied with IT, Planning or HR services being provided by a given County, as more than one CAO noted: “It’s hard to compete with free”.

During discussions on shared Finance services, differing County borders were noted as a concern for shared tax collection standards.

Finally, some concern was noted about equipment sharing being limited because participating municipalities would probably need the targeted shared equipment during the same operational season. As one participant observed “when one culvert’s frozen, they likely all are frozen”.

### Road Maintenance Sharing

Potential Road Maintenance sharing opportunities were reviewed and have resulted in the following menu of opportunities (Organized around the potential “provider” municipality).



**Addington Highlands:**

- Matawatchan Rd. from Buckshot Lake Rd. to the GM boundary (Matawatchan continues into North Frontenac)
- Glenfield Rd. which runs off of Matawatchan

**Bonnechere Valley:**

- Felhaber Road
- Newfoundland Rd. This is a seasonal road so summer maintenance only. The shared stretch is 1 km long and starts in Bonnechere Valley. It is a 45-minute drive for GM staff to travel there.

**North Frontenac:**

- Matawatchan Rd. has 3.1 km shared portion with no maintenance agreement at present. Greater Madawaska currently plows and sands, cuts shoulder grass, patches and fixes washed out shoulders. North Frontenac staff come up a few times a year to patch, and this year they cut grass and brushed as well. It is a long drive for North Frontenac staff to travel to this road section.
- Mountain Chute Rd. at the end of Hydro Dam Rd. approximately 1.5 km that North Frontenac currently compensates Greater Madawaska for providing winter maintenance.
- Norcan Lake Lane is a 3.6 km section that North Frontenac is interested in having Greater Madawaska maintain in the future but have just issued a 3-year contract for winter maintenance.

**Lanark Highlands:**

- Clydes Lake Rd. in Greater Madawaska requires a 40 min drive through Lanark Highlands to service a 2 km section of road. Lanark Highlands currently grades to the Township line.

**Borderless Fire & Emergency Response**

All five municipal participants in the service sharing discussion understand the importance of the nearest Fire Department providing an initial response to 9-1-1 emergency calls. In an effort to determine the potential benefits that would be derived if a borderless/seamless fire response system existed between Greater Madawaska and its LEG/Non-LEG neighbours, Performance Concepts partner Transnomis Solutions was engaged to model emergency response travel time between municipalities. North Frontenac was not included as an Automatic Aid Agreement is already in place between adjacent municipalities. The complete Transnomis report is attached as Appendix A. A brief summary of the modeling process and results is shown below.

In general, Transnomis calculated emergency response travel times based on posted speed limits on all road combinations from the nearest Greater Madawaska fire station to each adjacent municipal border. This time was compared with the travel time from each neighbouring municipality's fire station to the same border. If a net reduction in travel time was obtained, then the related roads that would benefit from an alternate 9-1-1 response provider were identified.

With the notable exception of the Black Donald Lake area in the centre of the Township, the two Greater Madawaska fire stations can cover nearly all of the Township's roads within 20 minutes. Selected travel times of 20 minutes or less are featured in the following modeling examples:

#### **Bonnechere Valley**

Greater Madawaska Station #2 cannot reach the selected portion of the Bonnechere Valley boundary within 20 minutes. Bonnechere Valley has a 5-minute (6.5 km) advantage to a small section of Newfoundland Rd.

#### **Addington Highlands**

Greater Madawaska Station #2 cannot reach the selected portion of the Addington Highlands boundary within 15 minutes. The Denbigh station has a 3-minute advantage to a small section of Matawatchan Rd. in the southwest end of the Township.

#### **Lanark Highlands**

The Lanark Highlands Station cannot reach the Greater Madawaska boundary within 20 minutes, but Greater Madawaska Station #1 can cover a significant area of Lanark Highlands faster than its own resources. The benefit is approximately 6 minutes on Hwy 511 at the Greater Madawaska border.

#### **Admaston/Bromley**

Neither Greater Madawaska station can reach the Admaston/Bromley boundary within 17.5 minutes. The Douglas station has a 3-minute advantage in the extreme case (portion of Highway 132 and the northern section of Flat Road north of Topas Lane).

#### **McNab/Braeside**

Greater Madawaska Station #1 cannot reach the McNab/Braeside boundary within 10 minutes. McNab/Braeside Station #1 has a 2.5-minute advantage to the Township boundary.

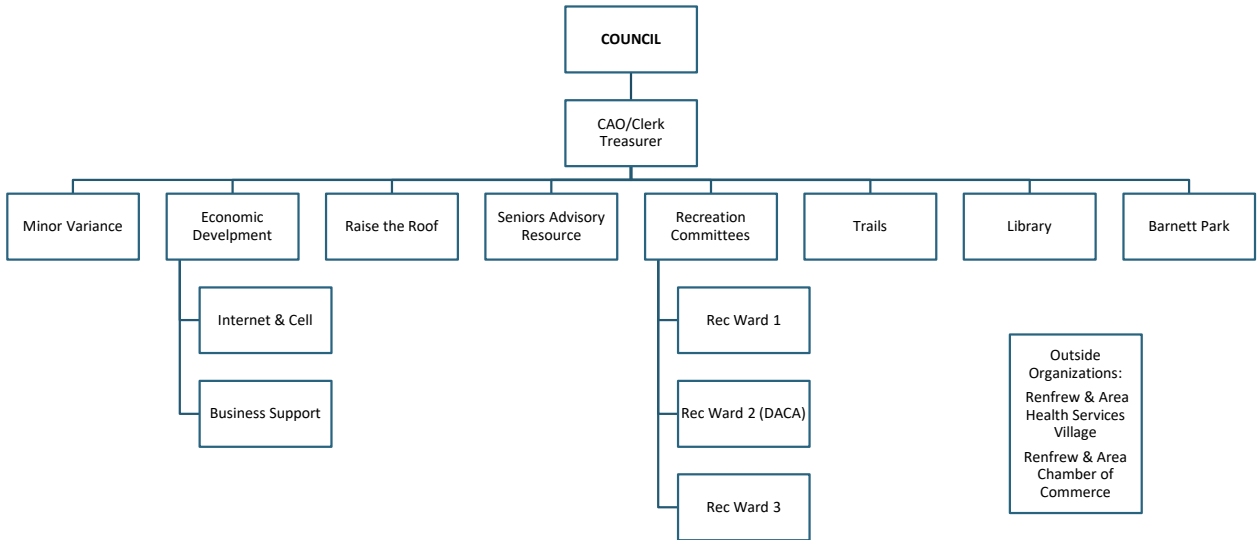
#### **Renfrew**

Greater Madawaska Station #1 cannot reach the Renfrew boundary within 11 minutes. The Renfrew station has a 5-minute advantage in the extreme case (Vaile Rd and north end of Fraser Rd). Non-LEG Sharing

4.2 Eliminate “Good Government Gaps”

4.2.1 Rationalizing the Community Committees Model

Greater Madawaska has created a series of mandated and ad hoc Committees. These Committees are set out in the figure below.



Portfolio of Existing Greater Madawaska Community Committees

The following Committees are specifically constituted by the Township with established Terms of References, and published agendas and minutes reported back to staff and/or Council.

**Barnett Park Committee**

*To organize and implement the annual park clean up as well as bring to the Township’s attention any repairs that are to be made to Barnett Cottage.*

**Economic Development – Internet & Cell**

*To make broadband high-speed Internet and cell phone coverage accessible in all areas of the Township, including rural and remote areas.*

### **Economic Development – Business Support**

Activity was limited to the development of a business directory, but no specific Terms of Reference were provided.

### **Raise the Roof Committee**

*To organize and implement a minimum of two fundraising events annually (i.e. Bogie Days and Golf Tournament) to raise funds for the roof over the rink in Calabogie.*

### **Recreation Ward 1 – Calabogie Recreation Committee**

*To organize and deliver a minimum of three (3) programs (i.e. skating, soccer, T-Ball) as well as a minimum of four (4) events (i.e. Winter Carnival, Bogie Days, Canada Day, Halloween Party).*

### **Recreation Ward 3 – Griffith & Matawatchan Recreation Committee**

*To organize and deliver a minimum of three (2) programs (i.e. skating, soccer, T-Ball) as well as a minimum of four (2) (sic) events (i.e. Winter Carnival & Halloween Party).*

### **Seniors Advisory Committee**

*To develop and promote public education programs relating to seniors' issues and to prepare a directory of community resources available to seniors.*

### **Trails Committee**

*To inspect and maintain the trails on a regular basis and to request repairs, signage and pamphlets/brochures as needed.*

## **Township Operations Committees**

The Township supports the following mandated operational Committees:

- Minor Variance
- Library

## **Associated External Committees**

The Township is also loosely affiliated with the following external Committees:

- Renfrew and Area Health Services Village
- Renfrew and Area Chamber of Commerce
- Dacre and Area Community Association

### As Is Assessment of Community Committees Model

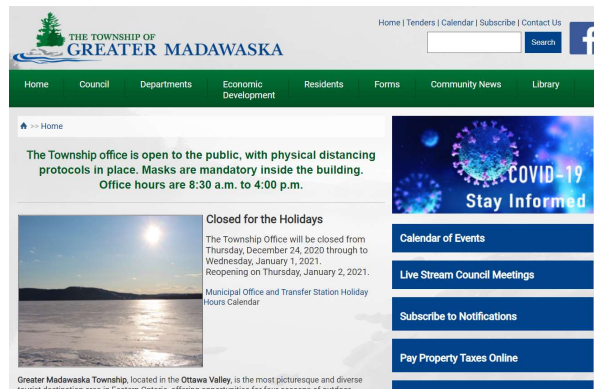
The various Community Committees across Greater Madawaska can be seen as a testament to citizen engagement and volunteer participation. Any changes to Committee structures or mandates should not be undertaken without acknowledging this positive reality. Any new structures/approaches that are seen to “dilute” or “reduce” empowered citizen involvement could result in pushback from the volunteers who generously donate their time to make Greater Madawaska a great place to live and play.

However, the current number of Committees with overlapping mandates is not ideal. A review of the Committee mandates, agendas and minutes identifies a number of concerns:

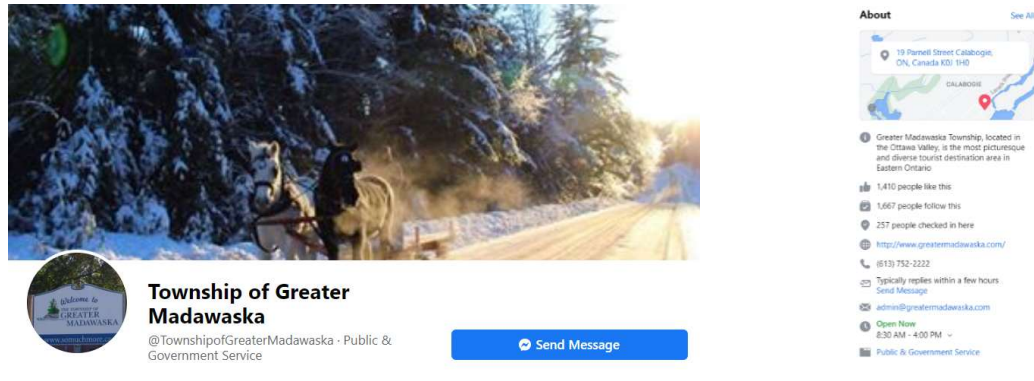
- Council representation on Committees is not always in attendance, which may result in a disconnect in communication between the Township and a given Committee.
- Township Staff resources are limited, and attendance at Committees requires significant investment of time. Committees often meet outside of regular business hours.
- Township established Committee mandates and structures may require acceptance of liability and Municipal Act requirements for document retention, open meetings, etc.

#### 4.2.2 Two-Way Communications

Greater Madawaska provides information to its residents and visitors electronically (through its Website and Facebook page) and traditionally through its paper tax bill inserts.



The Township website provides contact information emails for the various Departments but does not have a web-based fillable form to submit concerns, complaints or compliments.



The Township’s Facebook account is active with multiple posts and a large following. However, Township Facebook content is not generating substantial interactions, and this lack of engagement may be resulting in the Facebook algorithm not providing as much free posting into the feeds of the people following the Township account.

Posted comments are responded to in a timely manner by staff at the Township.

Finally, Tax Bill inserts provide excellent opportunities to provide all residents with information. However, print media can quickly be stale-dated and does not allow for any flexibility in providing timely information.

## Workforce Sustainability Review

### Labour Force Profile & Analysis

The composition of a municipality's workforce has significant implications for the amount of work that can be produced and the unit cost of that work in a given budget year.

If a municipal employee is relatively young and has been employed by the municipality for a relatively short period of time, they generate a productivity/cost dividend. They provide more annual hours of service delivery *output* because they have relatively fewer allotted paid holiday days where no productive output is generated. These newer employees may not have migrated to the top of their job pay scale, so their compensation cost per hour of productive output is lower than longer serving employees.

In contrast a long serving municipal employee generates a productivity/cost deficit. They provide fewer annual hours of service delivery *output* because they have relatively more paid holidays where no productive output is generated. These longer serving employees have migrated to the top of their job pay scale, so their compensation cost per hour of productive output is higher than newer serving employees.

In theory, longer serving employees bring an abundance of experience to the workplace and they have accumulated valuable job performance insights. In practice, for many municipal positions it remains unclear if a twenty-year employee actually accumulates 20 years of experience/added value, or whether they accumulate five years of experience (repeated four times) over that 20-year period of time.

Performance Concepts has reviewed a detailed profile of the Greater Madawaska 2020 workforce. The profile includes information on staff annual paid work hours, vacation allowances, and forecast retirement date. This profile serves as the basis for our Labour Force Analysis.

The Greater Madawaska labour force consists of 18 full time positions that each generate either 1,820 or 2,080 annual hours of paid work. Greater Madawaska also staffs 4 part time positions that each generate 1,248 hours of paid work. The Greater Madawaska full time positions feature annual paid vacation time that ranges from a high of 210 hours to a low of 105 hours per employee. Part time employees do not receive paid vacation time.

The Greater Madawaska labour force should benefit from significant stability over the next decade. Within the next five years the CBO is the only senior position where the incumbent may retire. The majority of the Greater Madawaska workforce features retirement dates that stretch to 2030 and beyond.

From a workforce productivity point of view the figure below is instructive.

**Greater Madawaska Workforce Productivity Comparison**

2020		2024	
Total Annual Work Hours	40,352	Total Annual Work Hours	40,352
Total Annual Vacation Hours	2,355	Total Annual Vacation Hours	2,630
Net Annual Work Hours	37,997	Net Annual Work Hours	37,722
Vacation Hours as % Total Work Hours	5.8%	Vacation Hours as % Total Work Hours	6.5%

In 2020 Greater Madawaska was staffed to generate 37,977 net hours of productive work hours. A total of 40,352 paid hours of work was reduced by 2,355 hours of non-productive vacation - a 5.8% reduction. In 2024 Greater Madawaska will be staffed to generate 37,722 net hours of productive work. A total of 40,352 paid hours of work will be reduced by 2,630 hours of non-productive vacation - a 6.5% reduction.

The 2020-2025 comparison confirms that the upcoming five-year period will not generate a significant reduction in the productive hours of paid work to be generated by Greater Madawaska.

The medium term (5 year) outlook is positive - a stable labour force with minimal retirement gaps and only a marginal reduction in productive paid hours. The longer-term productivity challenge will be defined by a growing vacation time allotment for multiple Township positions/staff. The total net hours of productive work will decline in absolute terms. Non-productive vacation time will increase as a percentage of total paid hours. The only factor that could conceivably mitigate this erosion of long-term productivity is impossible-to-predict staff turnover in positions occupied by long serving staff with higher vacation allotments.

**Future Labour Force Cost Management Challenges**

Performance Concepts reviewed the Greater Madawaska compensation grid for purposes of framing a longer-term cost of service analysis/discussion.

The Township’s compensation grid consists of the following design components:

- 9 employee compensation groups
- 6 job performance/compensation Steps for each Township staff position within each group. Employees progress through these steps annually. As they do so they receive a COLA to their base compensation. In recent years the annual COLA has hovered around 2%.



- Certain staff positions can also earn annual merit pay tied to their annual performance appraisal (similar to an annual bonus). Annual non-cumulative, earned merit payments continue to be possible after an employee is positioned at the top of the grid (Step 6).

Prior to progression through the entire pay grid to Step 6, the Greater Madawaska compensation model (as currently designed) generates an annual overall expenditure increase that considerably exceeds CPI inflation. Since service delivery costs are driven by staff compensation, taxpayers are faced with annual tax increases beyond CPI inflation-unless growth or efficiencies occur regularly.

*Ten years out, the Township's accumulation of non-productive paid vacation hours combined with CPI+ annual increases in hourly compensation per employee will generate a significant increase in the cost of each net annual productive hour of employee output. These trends will result in a significant erosion in Greater Madawaska's value for money to taxpayers compared to the more productive 2020-2024 period.*

## 4.3 Fostering Growth

### 4.3.1 Economic Development/Tourism Strategy

The Performance Concepts team undertook a series of semi-structured interviews with identified business leaders and sector-specific businesses across Greater Madawaska with the goal of assessing the needs/wants of the business community vis-à-vis Township support and engagement.

There is no doubt that the COVID-19 pandemic has affected Greater Madawaska businesses in different ways. While some businesses have been hard hit, others have embraced the new reality and have even managed to thrive. The inability of Ontario residents to travel outside the Canada has presented an opportunity for Greater Madawaska to showcase its wide array of “cottage country” offerings to staycation tourists who may not have previously considered travelling to the area.

There is a distinct feeling among business owners that the different geographic areas of the Township receive different levels of service/support with respect to economic development and activity. This is understandable given the cachet the *Calabogie* name/brand already engenders, given showcase attractions like the Calabogie Motorsports Park and Calabogie Peaks.

The geographical challenges for a municipality the size of Greater Madawaska are substantial. Consequently, any Economic Development and Tourism Strategy will have to focus on “low-hanging fruit” initially, and this will/should involve a focus on the Calabogie area.

This is not to say that other parts of the Township should be neglected. Using a global lens for Economic Development across the Township, the ability to enhance the visitor experience with greater offerings that encourage multi-day stays will, by necessity, require development of Tourism assets beyond Calabogie.

In addition, the potential for economic development through growth will, by virtue of the 417 expansion, be directed to the east end of Greater Madawaska. The Township will, therefore, have to take a two-track approach to Economic Development: municipal tax base growth in the east-end and business retention/expansion through enhanced tourism opportunities elsewhere.

### 4.3.2 Preparing for Growth: Strengthening DAP

#### Local Efficiency Group (LEG) Final Report Identifies Significant Growth Management Issues

The final LEG Modernization report provides a useful overview of the Development Approvals Process (DAP) challenges facing Greater Madawaska and other Renfrew local municipalities impacted by the imminent Highway 417 extension. The pressing nature of the 417 extension’s challenge to orderly development in Greater Madawaska is amplified by the recent announcement of the 2022 Ontario Winter Games award and the approximately 400-500 unit residential development proposals now being

advanced by Calabogie Peaks Resort. The Calabogie Resort's game changing 4-seasons residential development project will likely be phased over 5-10 years.

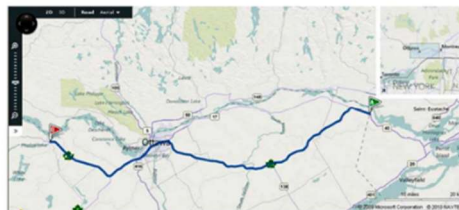
The following excerpts from the LEG report make it clear that Greater Madawaska is in a race to prepare/build DAP capacity to ensure new growth is managed growth. There is currently a significant risk that a flurry of ad hoc development proposals cannot be handled in a timely fashion by Greater Madawaska's current small-municipality DAP model. These ad hoc development applications could eventually trigger Local Planning Appeals Tribunal (LPAT) appeals, with the end-game result that major planning and community design decisions across the community would not be made by locally elected Council and staff. They would instead be made by an unaccountable LPAT official and developer lawyers. This "planning by LPAT" risk must be aggressively mitigated by Greater Madawaska.

The first figure/excerpt in the LEG report documents the reality that the 417 extension is already a development demand game changer. It is going to potentially transform Greater Madawaska into part of the greater Ottawa employment commuter shed.

Supplemental Report A – Corporate Services  
2020 LEG Service Delivery Review – November 2020

#### 2.3.1 Future LEG Priority - Preparing for Highway 417 Growth

While the current realities of DAP demand/volumes/staffing preclude meaningful sharing driven efficiencies, the future is another matter altogether. The 417 Extension is forecast to be a development demand "game changer" across the LEG. In particular Renfrew, Horton, Greater Madawaska, and McNab/Braeside will be positioned to benefit from the greater Ottawa residential commuter shed created by the Highway 417 Extension. Other municipalities beyond the LEG (e.g. Carleton Place in Lanark County) have been successful in preparing/scaling up their DAP processing capacity to deal with development demand tied to 400-series highway extensions.



Dillon Consulting Limited + Performance Concepts Consulting  
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The second figure/excerpt from the LEG report (below) confirms that the 417 extension interchange design tenders have been issued. Design and construction of the 417 extension will be executed across 2021. A new streamlined LEAN DAP greenfield development processing model needs to be developed by Greater Madawaska asap - ideally in collaboration with other impacted LEG partners. Collaboration will yield economies of scale in order to properly execute upcoming application review and approvals.

The 417 extension development pressure is imminent. Contracts for interchange design are already being tendered and awarded. Greenfield development demand (i.e. serviced sub-division growth) will require a modernized/documented/scaled DAP processing model for the impacted LEG municipalities. A new DAP processing model should be driven by LEAN thinking and the importance of predictable processing timeframes. Zoning and serviced land supplies will need to be modernized/updated. Secondary plans will need to be put in place across impacted LEG municipalities in order shape/control development and prevent haphazard/ad hoc consumption of land via low density development.

This type of high performance DAP model does not currently exist in the LEG or anywhere else in Renfrew County. Ideally the greenfield DAP approvals model to be navigated by 417 Extension developers will be consistent across the affected LEG municipalities. In fact the DAP model should be the same model across the 417 Extension lands located inside the LEG. Significant staffing/process and technology "sharing economies of scale" will need to be created.

The third excerpt/figure from the LEG report (below) makes it clear that McNab/Braeside and Horton are natural partners for transforming their small volume/simple application DAP models into a common medium-to-large volume rigorous greenfield DAP model capable of handling multiple sub-division scale projects. This partnership can be formalized via a 417 Extension Growth Preparedness Working Group.

- DAP capacity building should be a "Do Soon" priority
  - ✓ Renfrew
  - ✓ Greater Madawaska
  - ✓ McNab/Braeside
  - ✓ Horton
- Design efficient/documented greenfield DAP application processing model/business processes
  - LEAN thinking
- Retain staff/consulting capacity & revamp fee structures
- Sharing opportunities available to develop economies of scale in future greenfield DAP
  - Create 417 extension **Growth Management Working Group**

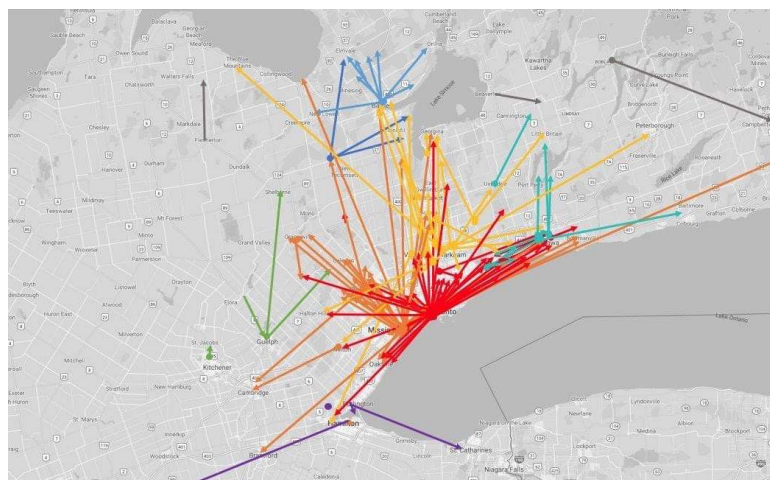
Do Now (2021): The preparations should begin asap by establishing a LEG Highway 417 Extension Growth Preparedness Working Group in January 2021. The Working Group should prepare a business plan setting out the necessary preparations and timeframes for execution in order to be ready for game-changing development demand/application volumes. The business plan should include a preparedness critical path itemizing shared preparedness actions. A key component of the preparedness business plan will be modernized DAP technology platform and measurable DAP service level targets. A shared greenfield DAP staffing model

## Post COVID Work/Live Realities

The COVID pandemic has altered long held household attitudes/calculations concerning work/live balance. Prior to the COVID pandemic, employees across urban Ontario selected their housing with the reality of the daily commute to their workplace firmly in mind. Tolerable daily commute times to the workplace largely defined the live/work balance housing choices made by hundreds of thousands of Ontario households. Housing prices have been impacted by the need for density. Density has been a by-product of unavoidable daily commuting realities.

COVID has overturned the established work/live balance calculation. The COVID pandemic has served as a long-running rolling experiment on the decentralization of Ontario's corporate and public sector workforce. On-line virtual platforms have now passed the feasibility test. The expensive commercial real estate model that centrally housed entire workforces in the urban core of the GTA, Ottawa and other large Ontario cities has been demonstrated to be changing. It is unlikely that corporate Ontario or large public institutions like the Government of Canada will return to the pre-COVID model.

The new evolving post-COVID model features knowledge workers working from home offices that are fully equipped for online collaboration and can readily access their employer's data. These employees will probably still make the commute to the employer's place of work - but will do so far less often across a typical month. The options/decisions about where an employee can live is fast becoming uncoupled from any given employer's geographic work location. If an employee chooses to take flight from density (and its previously unavoidable high housing prices), telecommuting from a home office for 16 workdays per month (while enduring four workdays with a long/grinding commute to the office) becomes tolerable. In fact, it becomes desirable for both employees and employers who can downsize their workplace footprint and costs. The following figure documents recent 2020 household relocation data supplied by a GTA real estate firm (for one single day of transactions) documenting the flight from density.



The evolving/accelerating flight from density in the GTA, Ottawa and across urban Ontario has profound implications for Greater Madawaska from an economic development perspective. It also informs this DAP preparedness component of the Township's Modernization review. If the County and the local municipal partners impacted by the 417 extension can transform the current under scaled DAP model into a timely, disciplined and consistent greenfield development conveyor belt, there are significant opportunities to become a destination of choice in the flight from density. Greater Madawaska can position itself to offer lower cost/higher value housing opportunities for greater Ottawa (and beyond) urban knowledge workers who now function in an expanded virtual commuter-shed. A restructured DAP model is a critical enabling factor in this new Renfrew/Greater Madawaska opportunity to attract new knowledge worker residents with disposable incomes that will benefit the local economy and the Township's taxable assessment base.

### **Growth Management Preparedness Streams – Mapping Out the DAP Transformation Agenda**

There are three distinct preparedness streams Greater Madawaska needs to consider in its upcoming race to scale up its growth management capacity and get ahead of the development pressure curve. These preparedness streams are as follows:

- Planning Policy & Land Use Preparedness
- Growth Related Capital Funding Preparedness
- DAP Greenfield Processes & Resourcing Preparedness

#### ***Planning Policy & Land Use Preparedness***

Greater Madawaska uses the 2020 Renfrew County Official Plan as its primary framework for land use decision making and growth management. The Official Plan contains population projections for Greater Madawaska up to 2036. Even the High growth scenario for Greater Madawaska only envisions population growth of 510 people over the next 15 years.

The combined impacts of the upcoming Ontario Winter Games, the imminent Calabogie Peaks development proposal, and the 417 extension are going to quickly render this Greater Madawaska population forecast as obsolete.

County Official Plan

APPENDIX A

Population, Projected population and % Share of Growth by Municipality to 2036  
 \*\*Please review in accordance with Section 1.3(8) of the County Official Plan \*\*

Municipality	Base Year Population 2011	% Share of County Growth (20 yr)		Projected Population				
				2016	2021	2026	2031	2036
Admaston Bromley	2844	0.6%	Low	2858	2873	2887	2901	2916
			High	2887	2930	2975	3020	3065
Arnprior	8114	18.0%	Low	8528	8963	9420	9901	10406
			High	8741	9417	10144	10928	11773
Bonnehochere Valley	3763	2.3%	Low	3820	3877	3936	3995	4056
			High	3858	3955	4055	4158	4263
Brudenell, Lyndoch & Raglan	1658	0.3%	Low	1666	1675	1683	1691	1700
			High	1683	1708	1734	1760	1787
Deep River	4193	1.7%	Low	4235	4278	4321	4364	4408
			High	4299	4407	4519	4633	4750
Greater Madawaska	2485	3.1%	Low	2560	2638	2718	2801	2886
			High	2599	2718	2842	2973	3109
Head, Clara & Maria	235	0.1%	Low	239	242	246	250	253
			High	241	247	253	260	266
Horton	2719	2.8%	Low	2788	2858	2930	3004	3080
			High	2830	2945	3064	3189	3318
Killaloe, Hagarty & Richards	2402	0.5%	Low	2414	2426	2438	2450	2463
			High	2438	2475	2512	2550	2589
Laurentian Hills	2811	0.6%	Low	2825	2839	2853	2868	2882
			High	2853	2896	2940	2985	3030
Laurentian Valley	9657	16.7%	Low	10050	10458	10883	11325	11786
			High	10150	10667	11211	11783	12384
Madawaska Valley	4282	0.8%	Low	4303	4325	4347	4368	4390
			High	4347	4412	4479	4546	4615
McNab/Braeside	7371	6.1%	Low	7520	7671	7826	7984	8145
			High	7633	7904	8184	8475	8775
North Algonia Wilberforce	2873	1.8%	Low	2916	2960	3005	3050	3096
			High	2946	3020	3096	3174	3255
Petawawa	15988	27.6%	Low	16638	17314	18018	18750	19512
			High	17055	18192	19406	20701	22082
Renfrew	8218	5.0%	Low	8342	8468	8596	8725	8857
			High	8426	8638	8856	9080	9309
Whitewater	6921	12.0%	Low	7202	7495	7800	8117	8447
			High	7274	7645	8035	8445	8876
Renfrew County	86534	100.0%	Low	88904	91360	93906	96546	99282
			High	90257	94178	98308	102659	107245

\*Data Source: Population data from Census of Canada. Population projections prepared by County of Renfrew

The County Official Plan appropriately values sustainable/properly managed growth. But as of today, there is no Secondary Plan in place for Greater Madawaska that delineates a greenfield residential development area nor is there appropriate zoning in place to steer growth into a nodal pattern or towards established/designated settlement areas. This is hardly surprising since only 500 new residents for Greater Madawaska are forecast in the Official Plan. The Official Plan population forecasts for Renfrew, Horton and Admaston/Bromley also forecast negligible population growth across the next fifteen years.

A new growth reality/challenge is quickly overtaking the just approved Official Plan - a plan that does not yet feature the growth management tools that Greater Madawaska is going to require moving forward over the next few years.

A final note - Greater Madawaska staff are reporting that available lots of record/building sites across the Township are quickly triggering building permit activity. The risks of ad hoc/dispersed development across the municipality are escalating.



### ***Growth Related Capital Funding Preparedness***

Greater Madawaska staff understand the significant impact that the 417 extension and mega-project applications, such as that of Calabogie Peaks, will have to the current infrastructure within the Township, as well as the need for new services to accommodate growth.

Recognizing the imminent challenge posed by the 417 extension, the Treasurer has planned to initiate the required update to the Development Charges Background Study in 2021. This study will play a critical role in establishing the go-forward greenfield development capital cost recovery model for Greater Madawaska. In a recent Municipal Modernization Program review conducted for Malahide Township in Elgin County, the Performance Concepts team made a series of recommendations around growth preparedness and building-out the municipality's first serviced sub-division. Our recommendations were informed by the Watson Economists Ltd. DC Background Study. The Malahide DC background study provided the technical justification for a new area specific development charge to recover growth related servicing and other infrastructure capital costs. DC funded debt charges (at very low interest rates) can be paid off as building permits are issued and DC revenues are collected. The same DC methodology/approach is appropriate in Greater Madawaska.

Beyond maximizing growth related capital cost recovery, Greater Madawaska will also want to ensure its DAP application processing costs are also properly recovered. Since a mix of municipal staff and consulting expertise will be used to process upcoming applications, modernized full-cost Planning Act fees, full-cost Building Permit fees and appropriate billable-hour based draw-down deposits will all be required. Greater Madawaska should embrace the principal that "growth pays for growth" to govern application fees/deposit design.

### ***DAP Greenfield Processes & Resourcing Preparedness***

Historically Greater Madawaska development applications have mostly been Minor Variances and Severances. Sub-division/Condo activity has been limited to seasonal properties like Calabogie Peaks. The County is currently responsible for Sub-division, Severance and Condominium approvals.

Moving forward, Greater Madawaska will need to establish modernized application review processes and a viable resourcing model. A single Planner and a part-time CBO do not constitute a viable resourcing model. It is also far from clear that the County has the resources in place to deal with applications scaled like Calabogie Peaks (400+ units) or the volume likely to be generated by the 417 extension.

Clearly the Township's Building permit process/resourcing will also require significant upgrades to handle Draft Plan approved phases of 50+ residential registered lots - especially if 50 building permit



applications are submitted simultaneously and they are subject to a provincially mandated 10 business day timeline for a permit issuance decision.

Streamlined Planning and Building process mapping, target timeframes and workflow software will need to be put in place. Decisions will need to be made about the County/Township division of labour - including the possibility of delegated approvals from the County. Expert planning/engineering consulting resources will need to be lined up and organized. Change management and capacity building will need to occur at an unprecedented speed. The good news is that there are ample “best practice” DAP models in place for Greater Madawaska to emulate moving forward.

When faced with a major change in planning direction/development challenges Ontario municipalities do have options to buy time for preparedness and establish appropriate land use controls. The Planning Act provides for a “time out” or “freeze” for a period of time while a municipality considers its options and prepares for change. This “time out” is put in place by establishing an Interim Control By-law. The City of Burlington’s 2019 Interim Control Bylaw is relevant example for Greater Madawaska’s current situation. Faced with wide ranging development/density pressures, Burlington’s Bylaw established a one year freeze on development applications. During the one-year “freeze” on development in the study area, the City completed a land-use study to:

- Examine the planning structure, land use mix and intensity for the lands identified in the study area
- Update the Official Plan and Zoning bylaw regulations as needed for the lands identified in the study area.

On January 30<sup>th</sup>, 2020 at a Special Council Meeting, Burlington Council approved the revised recommendations from the findings of the Interim Control Bylaw (ICBL) Land Use Study, including approval of:

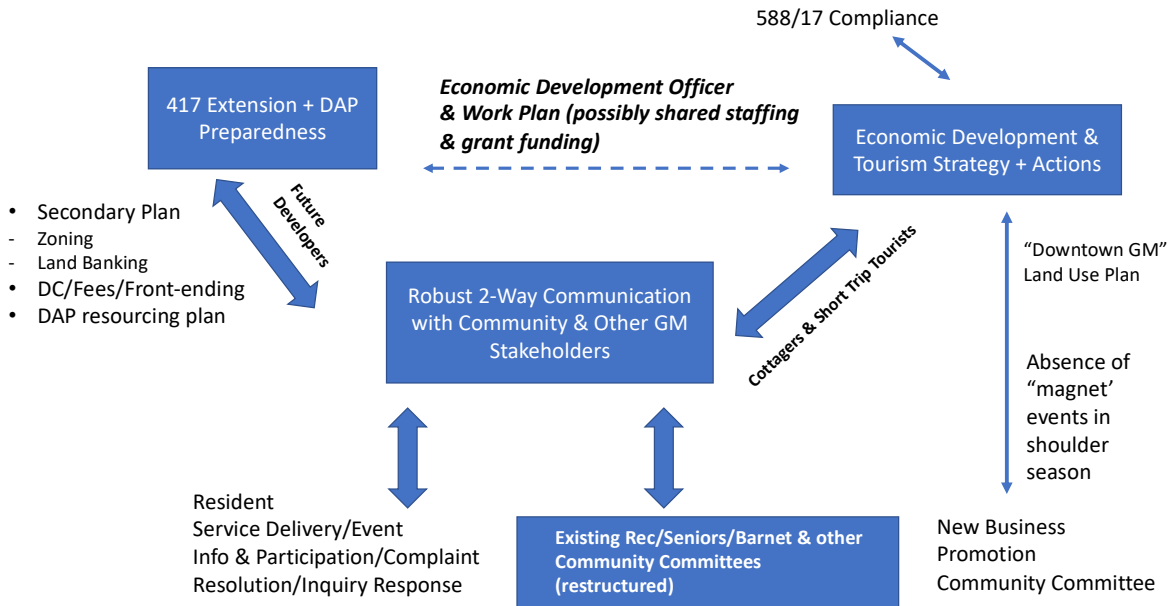
- Proposed Official Plan Amendment 119
- Proposed Zoning Bylaw Amendment 2020.418.

Greater Madawaska faces an unprecedented challenge. If Council wants to manage growth and not be steamrolled by growth, then transformation is required. A large municipality with a dispersed population will need to get ahead of the growth curve or face the prospect of its future being decided at the LPAT by actors and interests beyond its control.

5.0

# As Should Be Findings & Recommendations

Many of the *As Should Be* Findings and Recommendations set out in this Report are interrelated - they constitute different sides of the same change management Rubik’s Cube. Economic Development issues and recommendations are linked to Community Committee restructuring. DAP preparedness is linked to improved/effective 2-way communication and to Economic Development strategy/actions.



The key take-away is that change management and modernization are not easy. There are multiple variables to consider and more than one front to wage the change management battle. Careful sequencing of change priorities will be critical. The roles of the Mayor and the CAO in keeping all the change management “balls in the air” will be the key to success.

The above figure references many of the interdependencies across this Final Report’s Recommendations that will need to be considered when it comes to execution.

## 5.1

## Non-LEG Service Sharing

### Sharing Opportunities

There are a number of common shared service interests that have been identified by Greater Madawaska Non-LEG neighbour municipalities. Those interests/opportunities supported by a majority of participants are summarized below.

Borderless Emergency Response is addressed in a separate section of this Report, but the need for a training facility was identified by the majority of Fire participants, as were opportunities for sharing Fire investigation and inspection services.

There was a common interest in addressing fleet maintenance, although not all participants agreed with a proposed shared mechanic for vehicle inspections, due to the volume of work involved.

Chief Building Official, Bylaw and Animal Control services were identified as service continuity concerns, primarily with regards to succession and difficulty finding acceptable replacements. The concept of a shared CBO with individual municipal building inspectors was discussed as an alternative moving forward.

The difficulty in finding and maintaining acceptable PRO (Producer Responsibility Organization) contractor services was identified by the majority of participants, with the view that by utilizing a common contractor, economies of scale would be generated, and quality and consistency of service improved.

#### **Recommendation 1a:**

*The Sharing Opportunities portion of this report should be shared with the participating CAOs for distribution to, and discussion with, their management teams and Councils if appropriate. A number of the identified opportunities have the potential for significant savings and warrant further investigation. Moving forward, a technical lead should be established to monitor service sharing progress and results.*

#### **Recommendation 1b:**

*The Greater Madawaska Fire Chief should take the lead and convene a meeting of area Fire Chiefs to discuss common interests around training, shared inspections, and investigations.*

### Road Maintenance Sharing

A number of opportunities for sharing winter control and general road maintenance were identified, although some are currently impacted by private contracts.

**Recommendation 2:**

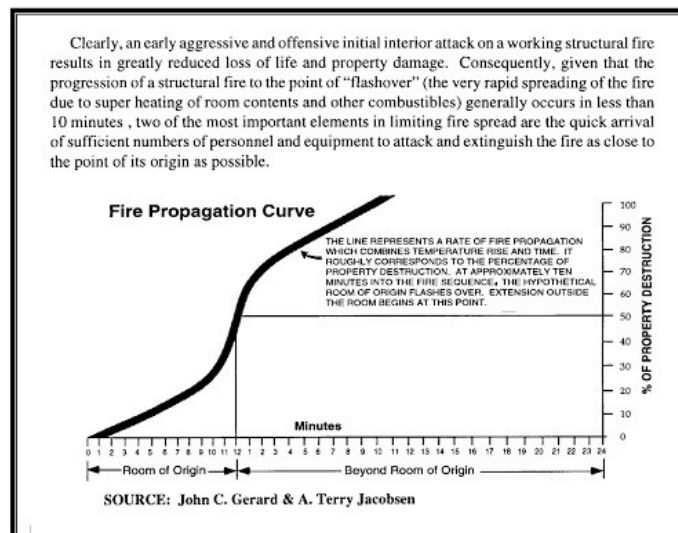
*Public Works directors should meet to confirm and potentially expand on this list, including dates of potential implementation if impacted by current agreements.*

The following table provides an overview of road maintenance sharing opportunities and priority:

Priority	Road	Owned by	Notes
1a	Matawatchan Road	Addington Highlands	Opportunity for winter maintenance
1b	Matawatchan Road	North Frontenac	Formal agreement required
1c	Glenfield Road	Addington Highlands	Runs off Matawatchan Road
2a	Felhaber Road	Bonnecherre Valley	Formal offer required
2b	Clydes Lake Road	Lanark Highlands	Winter maintenance opportunity
3	Newfoundout Road	Bonnecherre Valley	Summer Road only
4	Norcan Lake Road	North Frontenac	Currently under private 3-year winter maintenance contract. Follow-up required.
5	Mountain Chute Road	North Frontenac	GM is already providing winter road maintenance

### Borderless Fire & Emergency Response

A number of instances were identified where a neighbouring Fire department could reach portions of Greater Madawaska faster than the Township’s own resources (and vice versa). As noted in the Fire Propagation curve shown below, any reduction in the arrival time of adequate personnel and equipment to fight a structure fire, will help reduce property damage and potentially save lives.



Examining response times in the worse case scenarios (generally border areas) shown, revealed potential drive time advantages ranging from 3-6 minutes or 17.1-45.5%:

	Potential Time Saving (minutes)	Maximum Drive Time (minutes)	Time Advantage (percentage)
Addington Highlands	3	15	20%
Admaston/Bromely	3	17.5	17.1%
Bonnechere Valley	5	20	25%
Lanark Highlands	6	20	30%
McNab/Braeside	2.5	10	25%
Renfrew	5	11	45.5%

#### Potential Service Sharing Response Time Efficiencies

#### **Recommendation 3:**

*Greater Madawaska should secure all of the response time efficiencies set out in the above table. Additional automatic aid agreements with the identified Fire Departments/Municipalities are the preferred instrument to ensure residents receive the fastest fire response when needed. Agreements should have both Fire Departments responding, with Greater Madawaska resources responsible for all activities once they arrive on scene. Where possible, these agreements should be reciprocal to reduce financial outlay.*

## 5.2 Eliminate “Good Government Gaps”

### 5.2.1 Rationalize Community Committee Models

To address the limited staff resources and to provide greater focus on the activities of the various committees, Performance Concepts is recommending a complete restructuring of the committees established by the Township. This new structure will require a Council-mandated approach to ensure there is a common lens through which the committees are fulfilling their goals and objectives.

Any restructuring/re-alignment should be done with full transparency and disclosure to the various committee members to ensure that the rationale is clearly spelled out. The Township benefits from an active and engaged citizenry and should not take any actions unilaterally that could affect the relationships already established.

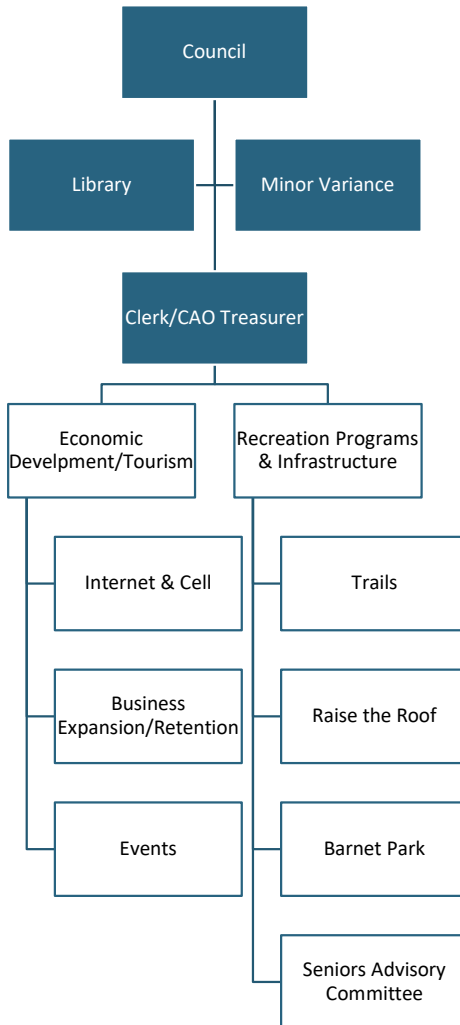
#### Committee Restructuring

A re-alignment of the committees along a “form-following-function” approach would allow for more collaboration between the separate, yet similarly mandated, groupings. Geographic concerns can still be addressed through sub-committees with reporting through a quarterly update to the main committees and Council.

Rationalization and re-alignment of Committee structures take place across Ontario municipalities. An example of a successful restructuring can be found in the one completed the past term in the Town of Grimsby. The restructuring resulted in a focused Recreation Committee taking responsibility for community events (e.g. Santa Claus parade, Happening at the Forty Festival) and also embracing responsibility for infrastructure improvements through the Active Transit Committee. In both cases, these committees were constituted as sub-committees of the Recreation Services with budget requests and reporting responsibilities flowing through a single Town standing committee.

#### **Recommendation 4:**

*Align Committee responsibilities with mandates. This model envisions only two committees with direct reporting requirements to Council. These new committees would allow for the continued operation of mandate specific or facility specific sub-committees to ensure citizen engagement is maintained.*



### Focused Efforts

While the focus of the sub-committees can remain constant, the overarching theme of the new committee structure would be a “form follows function” approach to the new committees’ Terms of Reference. This new structure would allow the Council to set a strategic direction or mandate to the committees. For both the Economic Development/Tourism Committee and the Recreation Programs & Infrastructure Committee, a common, over-arching theme and direction should be used in crafting the mandate.

### **Recommendation 5:**

*Focus activities of committees through an Economic Development/Tourism lens. Events, programs and infrastructure should be developed/maintained with a common goal to attract outside interest to Greater Madawaska, while enhancing the quality of life for Township residents.*

### Greater Madawaska Involvement

While citizen engagement and participation are crucial to the success in achieving mandated goals, equally critical is appropriate the Township's continued support and provision of resources. The reality is that the new, common-lens mandate will require guidance from the Township. Existing staffing in the Township is quite lean, and the need for consistent attendance/participation will be critical to successful implementation of a common mandate.

***Recommendation 6:***

*Establish/Retain a Township-wide resource to ensure citizen engagement continues and committees remain focused on Council-driven mandate. This role could be part of the mandate of the Economic Development resource recommended in Section 5.3.*



## 5.2.2

**Two-Way Communications Review**

The Township of Greater Madawaska has recently awarded an RFP for a website update. The timing is ideal for the implementation of some the recommendations included in this report as the web designer is retained and the Township identifies content requirements.

**Website Content Update**

Greater Madawaska's website is typical for a small municipality. All the functionality is there, and the staff make a valiant effort in keeping the website up to date with relevant community event information and content. However, the "Events" and "Things to Do" sections are buried under the "Community News" drop-down menu. An affiliated website or even a Township-hosted micro-site under the main site to provide news and information directly would be a more effective way to inform residents.

**Recommendation 7:**

*Greater Madawaska should create website content and delivery platforms for events, news and information accessible by residents and visitors/tourists alike. A new website should be considered with its own self-branding and social media promotion.*

**Embrace Social Media Collaboratively**

There is a general tendency for organizations to actively subscribe and engage in multiple social media platforms (Facebook, Twitter, Instagram, etc.) without a firm foundation or understanding in how interactions with the various are affected by internal algorithms, or who the target audience is. Often, the result is that already-over-taxed staff tend to try to push the same content to multiple platforms with limited success. The alternative is to do one or two social platforms right.

In the case of Greater Madawaska, it already has a significant and engaged following on Facebook. Unfortunately, the Facebook algorithm often limits the information provided on the feed of members depending on how frequently they interact with the page. The Township can increase the interactions using inexpensive paid advertising to its followers, creating more engaging "meme-based" content and encouraging local businesses and other pages to cross-post to other Facebook pages and alternative social media platforms (Twitter, Instagram, etc.) This approach relies on other social media savvy partners within the community to expand the reach of critical messaging without the need to become multi-platform experts.

**Recommendation 8:**

*Greater Madawaska should take the lead in creating a social-media collaboration strategy with local businesses who engage and share content with each other. As part of this strategy, the Township should allocate a modest budget for content creation and social media advertising and provide a staff resource to help local businesses engage on social media.*

## Newsletter, Event and Information Distribution

Greater Madawaska provides an insert with information in their annual tax bills. However, the information is not always up-to-date, and changes are not easily made. The Township relies on local businesses to distribute information and update events.

### **Recommendation 9:**

*Greater Madawaska should explore a content distribution system for key locations across the Township (grocery stores, restaurants, tourist attractions). This distribution system could be as simple as monitors providing updated calendar of events and news items drawn from social media and website content in key areas. A common branded and consistent information source would be useful for residents and visitors and direct people to relevant website for more information.*

### **Recommendation 10:**

*In addition, Greater Madawaska should explore a more sophisticated distribution system using voice-broadcast or text message updates. The caveat to this approach is the fact that there is a significant seasonal population that may result in the technology being more expensive than effective. A further investigation will be required to determine feasibility.*

## Incoming Correspondence and Communications

Equally important to the dissemination of information is the way that Greater Madawaska deals with incoming correspondence and communications. The Township is already adept at responding to concerns, comments and inquiries using the Facebook page. However, a formal Citizen Relationship Management (CRM) software solution is required to intake concerns/complaints and turn them into actionable work-orders which can then be reported to Council when resolved.

### **Recommendation 11:**

*Greater Madawaska should consider investing in a Customer (Citizen) Relationship Management tool/application that would allow incoming communications/requests/complaints to the Township to be measured and managed.*

## 5.2.3

**Workforce Sustainability Review**

The Workforce Sustainability Review has confirmed that the current Greater Madawaska staff team is currently delivering productive service delivery outputs at a reasonable hourly rate. The challenge moving forward will be to maintain productivity levels in face of growing vacation allotments and hourly compensation increases.

***Recommendation 12:***

*The Treasurer should prepare a longer term (10 year) projection of Greater Madawaska's productive service hours and productive service hour compensation costs. This 10-year projection should be based on the same staffing configuration put forward in this Report.*

*After receiving this 10-year projection, the Treasurer and Council should develop long term targets and action items to ensure stable levels of productive hours and hourly compensation caps (e.g. an average increase of CPI inflation + 1% across the coming decade).*

*Annual budget updates on productive hours versus paid hours and the 3-year rolling average of average % compensation increase should be provided to Council.*

## 5.3 Fostering Growth

### 5.3.1 Economic Development/Tourism Strategy

The Economic Development/Tourism Strategy must be designed with a broad/global approach in mind. The reality is that for Greater Madawaska to thrive, all aspects of its operations must be seen through this lens. Without private sector development and investment, the Township will not be able to capitalize on its naturally occurring advantages.

#### Tourism Branding

While the Township is called Greater Madawaska, there is no doubt that the Calabogie name/brand carries a pre-existing cachet when it comes to Tourism in and beyond the area. The Township needs to capitalize on this branding in its external marketing.

While many businesses participate in the Ottawa Valley Tourism Association and Renfrew County Chamber of Commerce, the comments received from tourist-related operators indicate that the time is right for a Greater Madawaska (and specifically a Calabogie-branded) local Marketing Association.

The Township can play an important role in the creation of this branding by providing a staff resource to drive the process and initiate marketing material production. Eventually the responsibility for these branding initiatives/programs could devolve to the Association as it matures.

#### **Recommendation 13:**

*A Calabogie Tourism/Marketing Association should be formed with Greater Madawaska municipal political and staff support.*

#### Event-Based Tourism

Greater Madawaska has a plethora of attractions that draw tourists: the lakes, the woods, Eagle's Nest, etc. However, these attractions do not naturally lend themselves to longer (lucrative) multi-day stays.

To enhance the visitor experience, Greater Madawaska needs to embrace event-based tourism opportunities (such as Calabogie Days). However, the events need to be created and managed from a strategic point of view with specific economic development goals in mind. Specifically, the "shoulder seasons" (e.g. between fall colours/winter snow or between winter melt/summer weather) should be targeted to draw tourists and keep seasonal residents in the area longer.

**Recommendation 14:**

*Greater Madawaska should provide support and resources to create, enhance and market events that draw visitors or keep residents engaged. The Township should work with the restructured Community Committees to help define and produce shoulder season events that meet the Tourism strategy's goals and objectives.*

**Creation of a “Down-Village” Sense of Place**

Vibrant municipalities feature a “downtown” area that creates a sense of place plus a hub for commercial activity and community development. Greater Madawaska has limited opportunities for commercial growth, however the village of Calabogie is already functioning as an established commercial hub.

**Recommendation 15:**

*Greater Madawaska should create a “down-village” downtown-style improvement area master plan to take advantage of the existing commercial hub and provide opportunities to develop the waterfront as a destination for residents and tourists alike.*

**Apply for a Comprehensive Rural Economic Development Grant**

The Province has just recently opened up the Rural Economic Development (RED) grant program with applications for this round due February 1<sup>st</sup>, 2021.

Greater Madawaska should be applying under the “Economic Diversification and Competitiveness” stream under the “Business Retention and Expansion” project type - with aspects of the application touching on Downtown Revitalization, Technology Adoption/Innovation Initiatives and Collaborative Marketing/Outreach.

The RED grant matches contributions up to \$150,000. Greater Madawaska should be prepared to commit \$150,000 over two fiscal years to maximize the impact of the RED program and create an enhanced economic development work plan.

**Recommendation 16:**

*Greater Madawaska should prepare and submit a Rural Economic Development grant application that addresses the resource needs identified in this Report. A sample application is included in Appendix B. The Township can consider a multi-year approach to mitigate the budget impact for the Municipality's share of the grant.*

### 5.3.2 Preparing for Growth: Strengthening DAP

Impending growth management challenges are a gamechanger for Greater Madawaska. The combined impact of the Ontario Winter Games, the Calabogie Peaks 400+ units residential project, and the extension of Highway 417 simply cannot be handled by the current County/Township development approvals model. Three streams of DAP transformation/preparedness are required:

- Planning Policy/Land Use
- Growth Financing
- DAP Processes & Resourcing

Currently, the Township is staffed with one full-time planner. This is not a viable/sustainable staffing solution going forward. The Township needs to accommodate its traditional/modest application volumes (minor variances) plus the game-changer Calabogie Peaks mega-applications as well as the upcoming 417 extension growth. Ideally, the Township Planner should be acting as the quarterback for the Calabogie Peak applications and the upcoming 417 extension growth. The Township Planner, *as growth-management quarterback*, will require dedicated planning/engineering consulting expertise in order to execute the “preparing for growth” recommendations set out in this report. Incremental changes to status quo staffing will not get the job done.

#### Overarching DAP Preparedness Project Logistics:

**Recommendation 17:**

*In order to initiate urgent DAP preparedness upgrades across the three identified preparedness streams in this report, Greater Madawaska should immediately reach out to LEG partners in order to activate the Highway 417 Extension Growth Management Working Group recommended in the LEG modernization report. The Highway 417 Extension Growth Management Working Group should include the County, Renfrew, Horton, Admaston/Bromley, McNab/Braeside and Greater Madawaska. Greater Madawaska's CAO and Planner should be made available to staff and lead this Working Group.*

*The mandate of the Working Group should be collaboration and resource sharing to address the common challenges posed by imminent and unprecedented development pressures. Specific joint work plans should be developed across the three preparedness streams identified in this Report. External project management expertise in DAP preparedness may be appropriate. Retention of a common team of planning/engineering/municipal finance consulting expertise is appropriate.*

### **Planning Policy/Land Use Preparedness Stream**

#### **Recommendation 18:**

*The County and each 417 Extension Working Group local municipality should collaborate on the rapid development of Secondary Plans and Zoning refinements. Secondary Plans and associated policies should identify specific areas for greenfield residential development for each local municipality, set out lot size/density requirements, and establish affordable housing targets. Secondary Plans should make use of external sole-sourced consulting expertise as required in order to get in front of the curve re. development pressures. Specific timelines for this preparedness stream work plan should be developed, resourced, and initiated by the Working Group by the end of Q1 2021.*

#### **Recommendation 19:**

*The 417 Working Group should fast track discussion/consideration of Interim Control By-laws in order to freeze ad hoc development until Secondary Plan and policy solutions can be put into place to manage/steer growth according to “best practices” in greenfield residential community development. An Interim Control By-law could prevent uncontrolled development that is inconsistent with the strategic priorities set out in Greater Madawaska’s Strategic Plan.*

#### **Recommendation 20:**

*Deploying existing 2019 Municipal Modernization Funding should be considered in order to quickly secure the outside expertise/resources required by the 417 Extension Working Group to implement this preparedness stream.*

### **Growth Financing Preparedness**

Modernizing capital funding and planning application cost recovery models is essential to protect existing taxpayers from subsidizing development projects associated with the Post COVID flight from density and the Highway 417 extension. Updated Development Charge background studies and Planning Fee schedules will be essential across the 417 Extension Working Group.

**Recommendation 21:**

*The 417 Extension Working Group member municipalities should adopt a common cost recovery policy objective premised on “growth pays for growth”. This policy objective would prohibit Development Charge discounts from full-cost calculations put forward in DC Background Studies. Existing taxpayers would not be called on to subsidize growth related capital costs that could be legally recovered from DAP applicants.*

*Front-ending options for DC funding should be actively explored to ensure “build it and they will come” risk around the timing of development is mitigated for municipalities.*

**Recommendation 22:**

*The 417 Extension Working Group member municipalities should all update their existing Development Charge Background Studies in 2021 on an urgent basis. One external consulting expert should be retained by the Working Group to coordinate these Background Studies. The DC Background Study work should be coordinated with the Planning Policy/Land Use work plan to ensure engineering servicing cost data associated with identified Secondary Plan development areas is available to inform DC calculations.*

**Recommendation 23:**

*Planning and fee schedules should be modernized/updated to reflect greenfield development fee levels found in other greater Ottawa commuter shed municipalities.*

*Planning Fee structures should also be modernized to create base fee/variable block fees to capture differential processing effort/cost for different sized sub-division, site plan and condo applications.*

*Draw-down deposit cost recovery tools should be considered as a viable tool to recover all consulting effort required to review large/complex applications - both planning and engineering related technical reviews and special studies can be included. These tools will ensure effort intensive files pay their own way during DAP - avoiding the problem of cross-subsidization between the fees for large and small files. Rosters of expert planning/engineering consulting firms (with billable effort rates) can be pre-assembled in anticipation of upcoming high application volumes. A new/common drawdown deposit model should be put in place before the end of Q2 2021 - with a possible deferral if an Interim Control Bylaw is passed.*

*Building fee amounts and design should be modernized to recover the anticipated new staffing costs that will be required to process upcoming application volumes. Fee models and fee reserve funds in other greater Ottawa commuter shed municipalities should be considered as sources for better/best practice in fee design by the Working Group. Building fees modernization should be completed by the end of 2021.*



## DAP Processes & Resourcing

Renfrew County municipalities have never dealt with the volume/intensity of development pressure that is now beginning to crest in the Highway 417 Working Group local municipalities. Greenfield development processes (subdivision driven) have not been mapped, nor have processing timeframe targets been developed. DAP workflow processing tools such as *CityView* or *Amanda* have not been implemented by any Renfrew LEG municipality - because historic development patterns did not merit them according to staff. Transformational change in DAP processes and resourcing levels are going to be required moving forward in order to meet the upcoming development pressures and land use challenges.

### **Recommendation 24:**

*Document/map new streamlined Highway 417 Working Group planning application submission requirements, review processes, development agreements and approvals for the following:*

- *Secondary Plans and Zoning By-laws*
- *Draft Plan of Sub-division*
- *Post Draft Plan Engineering/Agreement/Lot Registration phases*
- *Site Plan*
- *Condominium*
- *All of the above in “combo-packs” with each other and required Re-zonings*

*Consider re-alignment of “Who does What” roles/tasks between the County and the local municipalities in order to improve application review/approval timelines. (example: Delegation of Sub-division approval by the County)*

### **Recommendation 25:**

*Augment and pool existing Planning/Building staff resources across Highway 417 Extension municipalities to address the sequence of development applications across members according to their relative priority. Coordinate this staff pool with the efforts of the retained consulting expertise pool to ensure staged review of files across borders based on sequenced development.*

### **Recommendation 26:**

*Re-design the Building permit review process to minimize the simultaneous submission of large bundles of “complete” residential permit applications that require 10-day issuance decisions because they are on the Bill 124 clock. Instead utilize advance approvals for recurring residential “models” prior to official application submissions.*

*Establish building pre-consultation forums with applicants to phase application submissions in sequences/packages that are digestible by the 417 Extension team of Building officials.*

*Develop processing timeframe targets for applications that are removed from the Bill 124 clock conveyor belt - thereby providing an incentive for applicants to avoid overloading Building officials with “complete” applications that cannot possibly be processed according to Bill 124 timelines. Off-the-clock compromise timeframes will avoid the prospect of desperate/overworked Building staff teams from finding technical flaws to deem an application “deficient” and legally/permanently remove ANY timeframe deadline for granting a permit.*

## 6.0 Implementation Roadmap

Change is hard. Change management projects must strike a balance between focused/decisive action and an awareness of limited implementation capacity. The following Implementation Roadmap strikes this balance by creating a phased approach: *DO NOW* (2021), *DO SOON* (2022), and *DO LATER* (2023 & Beyond). A Roadmap variation applies to Section 6.1 *Preparing for Growth: Strengthening DAP*. Due to the urgency prompted by imminent development pressure, timelines have been accelerated and compressed for Section 7.3.2 Recommendations.

### 6.1 Non-LEG Service Sharing

#	Recommendation	DO NOW	DO SOON	DO LATER
1a	Circulate Sharing Opportunities Section of this Report to area CAOs to facilitate discussions	✓		
1b	Fire Chief to convene meeting of area Fire Chiefs/CAOs	✓		
2	Explore Road Maintenance sharing w/ Public Works Directors	✓		
3	Establish Automatic Aid Agreements w/ identified Fire Departments /Municipalities		✓	

### 6.2 Eliminating “Good Government Gaps”

#### 6.2.1 Rationalization Community Committee Models

#	Recommendation	DO NOW	DO SOON	DO LATER
4	Adopt/Implement new Community Committee structure	✓		
5	Align Committee mandates with focus on Economic Development & Tourism lens	✓		
6	Establish/retain a Township resource to manage citizen engagement		✓	

#### 6.2.2 Two-Way Communications Review

#	Recommendation	DO NOW	DO SOON	DO LATER
7	Create/enhance website content and social media platforms		✓	
8	Work with private sector partners/businesses to create a social media collaborative to share and disseminate content	✓		
9	Explore alternative electronic content distribution methods		✓	
10	Investigate opportunities to implement voice/text broadcast system		✓	
11	Invest in a Citizen Relationship Management application		✓	

### 6.2.3 Workforce Sustainability Review

#	Recommendation	DO NOW	DO SOON	DO LATER
12	Prepare & monitor 10-year long-term productive service hour projection		✓	✓

## 6.3 Fostering Growth

### 6.3.1 Economic Development/Tourism Strategy

#	Recommendation	DO NOW	DO SOON	DO LATER
13	Facilitate the creation of a Tourism/Marketing Association		✓	
14	Develop tourism-based events to engage citizens and attract visitors		✓	
15	Create a Master Plan for “Down-Village” Improvement Area		✓	
16	Apply for Rural Economic Development Funding	✓		

### 6.3.2 Preparing for Growth: Strengthening DAP

#	Recommendation	DO NOW 2021 Q1	DO NOW 2021 Q2	DO NOW 2021 Q3/Q4
	Overarching DAP Preparedness Project Logistics			
17	Activate Hwy 417 Ext Growth Management Working Group	✓		
	Planning Policy/Land Use Preparedness			
	Expedite required consulting resources	✓		
18	Initiate Secondary Plan and Zoning Refinements		✓	✓
19	Explore/adopt Interim Control By-laws as appropriate		✓	✓
20	Deploy Municipal Modernization Funding to secure outside expertise/resources		✓	✓
	Growth Financing Preparedness			
21	Adopt “growth pays for growth” policy objectives	✓		
22	Update Development Charge Background Studies		✓	✓
23	Update/modernize planning fee schedules		✓	✓
	DAP Processing & Resourcing			
24	Document/map streamlined DAP submission requirements		✓	✓
25	Augment staff resources to address 417 growth sequencing		✓	✓
26	Re-design Building Permit review process		✓	✓

## 7.0 Conclusions & Moving Forward with Change

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### 7.1 3<sup>rd</sup> Party Assessment

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Implementation and execution of organizational change is always challenging. It requires focus and perseverance.

Performance Concepts recommends a 3<sup>rd</sup> party implementation progress assessment in Q4 of 2021. This progress evaluation will compare actual implementation of the Roadmap against the *Do Now & Do Soon* recommended timeframes in this Final Report.

Remedial actions will be recommended (if required) to keep/get implementation on-track as Greater Madawaska transitions from *Do Now* to *Do Soon* across a range of change driven action items.

### 7.2 Measuring Modernization Efficiencies

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The performance improvement benefits associated with successful implementation of this Report should be understood by using a series of lenses:

- A *cost control lens* can be applied to the Labour Force Profile Compensation Recommendations.
- A revenue generation/taxable assessment lens can be applied to the Growth Management/DAP Preparedness Recommendations.
- A productivity improvement/process streamlining lens can be applied to the Committee Rationalization and the Service Sharing Recommendations.
- An accountability improvement lens can be applied to the Two-Way Communication Recommendations.

It is difficult to calculate a precise cost avoidance/cost reduction \$ efficiency bottom line associated with this Modernization Report's Recommendations. That being said, failing to implement the core provisions of the Implementation Roadmap would result in higher long term compensation costs, lost CVA growth from development not properly managed, and reduced operational productivity. An overall approximation of at least 5 percent higher tax rates (in the medium term) is not unreasonable.

# Appendix A

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Transnomis Report to be provided under separate cover.

# Appendix B

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Rural Economic Development application to be provided by Application Deadline.

